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ABSTRACT

This report, prepared for the Pennsylvania Professional Standards and Practices Commission, summarizes the major recommendations for reforming the field of teaching as proposed by the Holmes Group and the Carnegie Commission. The paper compares the recommendations with current practice in the areas of career development and governance. Stages of career development--recruitment, selection, preservice education, entry level, permanent level, and advanced level are outlined, and two major questions are addressed: (1) whether a masters degree should be a prerequisite for becoming a teacher; and (2) whether career ladders should exist for teachers. In the governance section, the roles of the state and of a proposed national certification board are examined with respect to: preservice training, licensure and certification, induction and ongoing training, and structuring the occupation of teaching. Two issues are suggested for Pennsylvania to debate: (1) whether a national board should be created and if so, how should authority be distributed between the state and the board with respect to certification; and (2) how the state can insure that all populations are served and how to increase the flexibility of regulations to allow for a more autonomous professional environment in the schools. Two charts highlighting the information presented are included. (LL)

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COMMISSION REPORTS AND THE CURRENT STATUS OF PENNSYLVANIA TEACHERS

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COMMISSION REPORTS AND THE CURRENT STATUS OF PENNSYLVANIA TEACHERS

As part of the Senate Education Committee's Sunset Review of the Pennsylvania Professional Standards and Practices Commission, Majority Chairman Ralph Hess asked Research for Better Schools to provide supporting information on recent proposed reforms in the field of teaching. Such information is relevant to the committee in two ways. First, insofar as these reforms include changes in the governance of teaching, they are directly relevant. The Professional Standards and Practices Commission has responsibility for certain aspects of the governance of teaching, and one question the Committee is now considering is how that governance should be restructured. Second, as currently constituted, the Professional Standards and Practices Commission is responsible for recommending standards for teacher certification and for reviewing findings for new types of certification. These are exactly the type of issues raised by recent reform proposals.

The proposed reforms are presented in the Holmes Group report Tomorrow's Teachers and the Carnegie Forum's report A Nation Prepared: Teachers for the 21st Century. The publication of these reports has sparked a serious debate on how the teaching profession should be structured and governed. The report recommendations have raised many questions about teacher education and career development. More importantly, many states including Pennsylvania have begun to examine their policies and procedures in light of the report recommendations and the future vision of the teaching profession these reports suggest.

While the reports recommend a number of specific changes in the career development of a teacher, they are concentrated in two areas. First, the reports agree that preservice education for teachers should be drastically revised. The undergraduate teaching degree should be eliminated and replaced with a masters in teaching. In addition, the content of training must be rethought. Second, the reports recommend replacing the flat career structure of teaching with a "career ladder." This would be a structured system with two or three different levels of advancement. Each level would provide the teacher with increased responsibilities, authority, and financial rewards. These two changes are expected to be implemented together. If the standards are raised there needs to be someway to interest qualified individuals in pursuing teaching and once in the profession there should be a way to keep good teachers in the classroom. One reform without the other is useless and could be counterproductive.

The reports also suggest two major changes in the governance of teaching to give teachers more influence in the field. First, and central to this change is the creation of a national board that sets standards and implements tests for teacher certification. This proposal assumes a distinction between licensure (for minimum competency) and certification (for specialized competency) with the state responsible for the former and the national board for the later. The second change is the formation of a professional environment which includes school-site budgeting and more professional autonomy.

To clarify the issues, this paper summarizes the report recommendations and compares them to current practice in two separate areas: career development and governance. In each area, the major report recommendations are presented and are contrasted to current practice. The accompanying text highlights the important issues raised in the charts.

Career Development

In this section, the recommendations of the Holmes Group, the Carnegie Commission, and critics are summarized and current practice is outlined with regard to five career stages of teachers: recruitment/selection, preservice education, entry level, permanent level, advanced level. Chart 1 summarizes the information presented below.

Recruitment/Selection

- REQUIRE ENTRY EXAMS AND CREATE FINANCIAL INCENTIVES TO ATTRACT MINORITIES AND TALENTED STUDENTS TO TEACHING.

Both reports recommend that the first step in the selection process begin at the undergraduate level with a strengthened liberal arts education. The Holmes Report contends that a liberal arts background makes teacher education more intellectually sound and makes prospective teachers thoughtful students of teaching and its improvements. Presently, according to Holmes, the undergraduate experience is fragmented, excessively specialized, and does not result in an intellectually coherent or engaging education. The report suggests that to improve the quality of teaching, course selection patterns, class contents, and existing pedagogy should be changed. The Carnegie Report also proposes similar changes which would give students a stronger grasp on history, science, literature and the arts, and help them develop the necessary basic skills in the areas of comprehension, computation, writing and speaking.

Carnegie and Holmes both suggest that students seeking admission to a graduate school in education be required to take a written entrance exam. The exam would measure an applicant's mastery of college level basic skills and knowledge. It would determine an applicant's readiness to enter graduate level studies and identify deficiencies in his or her undergraduate education.

The Carnegie Forum also recommends that several recruitment devices be implemented to attract qualified persons to the teaching profession. One example is a tutoring program that would introduce college students to teaching while serving as an educational supplement to help secondary school students, especially minorities, prepare for college. Both parties would benefit educationally and the tutor may enjoy the rewards and challenges of teaching enough to consider it as a career choice. A second recruitment strategy would be the use of financial incentives. Carnegie proposes that the federal and state governments offer grants, fellowships and loan forgiveness programs to minority students and to students with exceptional academic ability interested in teaching.

CHART 1

CAREER DEVELOPMENT OF TEACHERS - CURRENT PRACTICES AND REPORT RECOMMENDATIONS

	RECRUITMENT/SELECTION	PRESERVICE
CARNEGIE	SELECTION • Require college level basic skills and liberal arts background • Entry exams RECRUITMENT • Introduce high school and college students to teaching through tutoring programs • Minority Groups - Grants, fellowships, loan forgiveness • Job redesign to make teaching a more attractive profession - Increase teacher authority and responsibility - Improve teacher salaries and working conditions	• Abolish undergraduate education degree • Require a B.A. in Arts and Science prior to professional study • Develop a coherent professional curriculum including internship or residency and instruction in methodology LICENSED TEACHERS - Part of Preservice Training REQUIREMENTS • Completed B.A. degree • Enrolled in Master of Teaching program • Undergoing teacher experience in clinical school • Passed basic skills and subject knowledge test RESPONSIBILITIES • Substantial teaching responsibilities under supervision of lead teachers
HOLMES	SELECTION • Require college level basic skills and liberal arts background • Entry exams RECRUITMENT • Minority Groups - Loan forgiveness	• Abolish undergraduate education degree • Require a B.A. in Arts and Science prior to professional study • Reform instruction of pre-professional undergraduates in Arts and Science to create a more coherent undergraduate education • Develop a coherent professional curriculum including internship or residency and instruction is methodology
CRITICS		CARNEGIE AND HOLMES • Fail to establish that graduate preparation is necessary to professionalize teaching • Requires all teachers to go through a single extended model of preparation • Will force many higher education institutions out of teacher preparation - massive implications for many institutions HOLMES • Should focus on quality and coherence of undergraduate general education • Doesn't sufficiently address the diffuse nature of today's general (liberal arts) educations CARNEGIE • No mention of increased funding to teacher training programs
CURRENT PA PRACTICES		Undergraduate education degree from state approved institutions which includes: • At least 12 weeks of student teaching • Coursework that addresses the interrelationships among individuals and groups of different races, sexes, religions, national orgins and socio-economic backgrounds • Coursework in methodology

Presently, Pennsylvania has no stated policies to attract talented students or minorities to teaching. Perhaps considering some of the report suggestions could increase the pool of talented students interested in teaching. These strategies are important not only in raising the quality and diversity of the prospective teachers but also for insuring an adequate teaching supply in the future.

In addition, the current structure of teacher education in Pennsylvania almost precludes the formation of a strong liberal arts background by requiring an undergraduate education degree. The education degree is a highly specialized major which does not specifically provide for the development of a sound basis in history, science, literature or the arts.

Preservice

- ABOLISH THE UNDERGRADUATE EDUCATION MAJOR AND REQUIRE A GRADUATE DEGREE IN TEACHER EDUCATION.

The current debate about preservice focuses on the proposal to eliminate the undergraduate education major and relegate teacher education strictly to the graduate level.

A strong liberal arts education is believed to facilitate graduate studies of teaching. Both Carnegie and Holmes suggest that professional training of a teacher should include: the study of teaching and schooling as an academic field, the pedagogy of subject matter, the skills of creating a setting where students of varying abilities have the opportunity to develop and learn, and instilling in teachers the sense of values and ethical responsibility of teaching. The final and critical component is the clinical experience including student teaching and induction. This clinical experience allows prospective teachers to carefully reflect on teaching and integrate their academic coursework and practice.

Both reports suggest the formation of demonstration school sites. The sites are to create new links between schools and university colleges of education. The faculty in the site would include advanced level teachers who would also hold adjunct university appointments in schools of education. The demonstration schools would be sites for teacher education, collaborative research on the problems of educational practice, and experimentation with new models of instructional arrangements and innovative professional practices.

In contrast to these future visions, present Pennsylvania practice in teacher preservice requires only an undergraduate education degree from an approved college. The education major must include studies in methodology, the interrelationship among individuals of different races, sexes, religions, national origins or socio-economic backgrounds and at least twelve weeks of supervised student teaching. However, the student teaching experience is not as structured as the reports recommend, nor does it take place at specially designed demonstration sights.

There are, however, more than these two models of teacher education as critics have been quick to point out in response to the Holmes and Carnegie reports. According to critics, the reports fail to establish that graduate preparation is necessary to the professionalization of teaching. Rather than extending the time needed to educate tomorrow's teacher some critics argue, the debate should focus on the quality and coherence of the undergraduate general education--a point raised in both reports. In addition, say the critics, both reports offer only one simple extended model of teacher preparation when, in fact, a limitless number of viable options could exist. The final criticism is that the elimination of the undergraduate education major will drastically reduce enrollments in many institutions, a subject not addressed in either report.

Entry Level

- CREATE INSTRUCTORS POSITION TO ALLOW QUALIFIED INDIVIDUALS WITH A B.A. TO TEACH FOR A LIMITED TIME.

Regarding entry level positions, the Holmes report departs significantly from Carnegie by creating the position of instructor. The purpose of the Instructor position is to provide bright talented individuals an opportunity for service and learning, and to give them a chance to explore teaching as a profession. Instructors can only teach for a five-year non-renewable term. It is not a permanent position and does not necessarily lead to a career in teaching.

Holmes requires instructors to have earned a B.A. degree, passed college level basic skill and subject knowledge tests and be familiar with the rudiments of pedagogy. They will be licensed to teach lessons structured and supervised by career professionals. Instructors will have neither the autonomy or obligations of professional teachers and will have limited rights, responsibilities and benefits.

Many criticisms have been raised concerning the concept of the instructor. Critics point out that instructors will have limited professional preparation which will actually lower the standards for entry into teaching and undercut the case for a professional status for teachers. Critics further contend that because of the limited scope of responsibilities and benefits, the role will not be taken seriously by individuals truly interested in teaching. In addition, instructors will not develop a meaningful role in an organization to which they might be committed. Critics also fear that the temporary nature of the instructor position will result in a revolving underclass. This could have a negative effect on staff stability in a school.

The entry level position in Pennsylvania is the Instructional I - provisional. This differs from Holmes' instructor in that these individuals are trained to be teachers and have already chosen teaching as a career. Candidates must have a B.A. in education, complete a state approved certification program, pass basic skills and knowledge tests, and have been recommended for certification by a college or university. Their responsibilities are similar to those of Carnegie's certified teachers and Holmes' professional teacher in that they structure lessons, practice

unsupervised and have autonomy over classroom concerns. Candidates who have been granted Instructional I status are allowed to practice for 6 years, on a non-renewable basis. After three years they may opt to obtain the permanent Instructor II certificate.

Permanent

- CERTIFIED TEACHERS AND PROFESSIONAL TEACHERS ARE PERMANENT POSITIONS.

According to Carnegie and Holmes a certified teacher or a professional teacher is a permanent position, despite the fact it is the individual's first teaching position after completing graduate school. Their preservice at the graduate level has included a closely monitored student teaching component, making these individuals adequately prepared to hold a permanent position. This does not mean that once in the school they are isolated in their classrooms forever. Schools would be organized so that advanced teachers would be responsible for guiding and monitoring the continuing education of their peers, including the certified teachers, licensed teachers and instructors.

According to Carnegie, teachers in this high entry level position will be certified by the national board after they have earned a masters of teaching degree. The teacher's certificate will indicate to prospective employers that the applicant is highly trained and prepared to begin teaching at a professional level.

Teacher holding certificates will practice unsupervised and have increased authority. They will be responsible for structuring lessons, advising on curriculum selection and will have full autonomy over all classroom concerns. The increased authority will be coupled with increased accountability for student performance. The Carnegie report places no constraints on the amount of time a teacher can practice at this level. It is expected to be a permanent position and teacher certificate holders will compromise the majority of the teaching staff. Holmes' professional teacher position is very similar to Carnegies' teacher certificate position except that Holmes makes no mention of teacher accountability for student performance.

Criticism of the Carnegie report centers on the performance-based compensation plan. Critics claim that holding teachers accountable for student performance is not viable. Student performance is related to class size, resource availability and other factors beyond the teachers control. There is no satisfactory method for separating the teachers contribution to performance and linking it to compensation.

In Pennsylvania, Instruction I certificate holders must meet certain criteria before becoming eligible for a permanent Instruction II certificate. In their first year of teaching, they must complete a state approved induction program which has two main purposes. First, it is an opportunity for the new teacher to learn the role expectations, values, rules and policies of that system. Second, it provides a support group that the new teacher can rely on

for assistance and guidance. Each district develops its own program for inductees but they must follow the guidelines provided by the states to meet approval. In addition to this requirement, entry level teachers satisfactorily complete three years of teaching to be eligible for permanent certification. They must also have 24 credit hours of collegiate study or in-service courses and have passed a professional knowledge test.

In Carnegie and Holmes, the closely monitored and structured induction and coursework requirements are part of the preservice training of the teacher rather than something the teacher undergoes after he or she is already in the classroom.

Advanced

- ESTABLISH STRUCTURED CAREER LADDERS TO PROVIDE OPPORTUNITIES FOR TEACHERS TO DEVELOP PROFESSIONALLY.

Both Carnegie and Holmes establish advanced teaching positions that encourage professional development and expand the role and responsibilities of the classroom teacher. Carnegie suggests the creation of the lead teacher position and Holmes, the career professional. In addition, Carnegie recommends an intermediate step, the advanced teacher.

The advanced teacher certificates would be granted to teachers who demonstrate outstanding teaching competence and ability for school leadership. In addition, they would be knowledgeable about issues of educational policy, the philosophy of education, technical aspects of measuring progress and uses of technology. Advanced teachers would have the same range of responsibilities as certified teachers but their role in these activities would be intensified.

Carnegie's lead teacher and Holmes' career professional have similar roles. While they are still classroom teachers, they may also be involved in school policy decisions, teacher education and supervision, curriculum improvement, and testing and measurement.

Holmes and Carnegie state different requirements for the career professional/lead teacher position. Carnegie sees the lead teacher as an individual who is highly regarded and respected by his/her colleagues and has demonstrated leadership qualities. In addition the individual must possess the advanced teachers' certificate from the national board.

While Holmes also sees the career professional as a experienced teacher with outstanding performance, Holmes stipulates that the individual complete further specialized study either a doctorate or an academic thesis on an aspect of education. Holmes does allow for some cases in which practitioners who can demonstrate high achievement in both the study of practice and practice itself may be eligible to become a career professional without an advanced degree.

Critics have indicated several flaws in the career ladders proposed by Carnegie and Holmes. Many feel that competitive rewards may have negative effects on teacher collegial relations and collaborative efforts. In addition, promoting the best teachers will do little to develop the teaching skills of their colleagues, despite the fact that both Holmes and Carnegie see peer coaching as a role for the career professional and lead teacher.

Other critics failure the position of lead teacher potentially allows for the abuse of power. In a flat profession such as teaching, the lead teacher position suggests that some teachers are better than others. Finally, critics feel that the plans we are not sufficiently different from the flawed and failed merit pay and job ladder plans of the past.

In Pennsylvania, the Instruction II certificate marks the end of the career ladder for the classroom teacher. The permanent Instruction II teacher is required to renew his/her certification every five years by completing 6 credit hours in approved in-service education courses or collegiate studies. However, their responsibilities and authority do not increase over the years. The extent to which teachers in Pennsylvania impact on school policy depends largely upon the flexibility of the administration of the school and the district. There is no structured career ladder by which teachers can advance in the state. Whether or not a career ladder should exist poses perhaps the largest question for state policymakers.

Governance

This section examines the roles of the state and the national board (a proposed group through which the teaching profession governs itself) with regard to four issues: preservice training, licensure and certification, induction and ongoing training, and structuring the occupation of teaching. With respect to each group and issue, the recommendations of the Carnegie Forum (the group that attends most to governance issues) are contrasted with current practice. Chart 2 summarizes governance issues.

In reviewing this section, it is important to recognize that the Carnegie Forum takes a limited view of the role of the state. The Forum's task is to sort out the relative responsibilities of the state (viewed as a whole) and the profession (as crystalized in the idea of a national board). It is not concerned with the different responsibilities of the legislature, the Department of Education, the State Board, or such bodies as the Professional Standards and Practices Commission. For that reason it is necessary to add further information on what the division of authority is among these agencies in Pennsylvania at this time. Moreover, the Carnegie Forum's greatest concern is with a limited range of governance issues. Thus, a broader framework is presented here than is employed by the Carnegie Report. Within that framework, it becomes clear that the two central governance questions raised by the report are: 1) the distribution of authority between the state and the national board with regard to licensure and certification, and 2) the creation of a professional environment in the school.

CHART 2

GOVERNANCE OF CAREER DEVELOPMENT OF TEACHERS - CURRENT PRACTICES AND REPORT RECOMMENDATIONS

	STATE	NATIONAL BOARD
PRESERVICE	CARNEGIE • Set and enforce high standards for post graduate programs of teacher education • Grant accreditation to teacher education institutions PENNSYLVANIA STATE BOARD OF EDUCATION • Set high standards for programs of teacher education DEPARTMENT OF EDUCATION • Evaluate and approve teacher preparing institutions • Review approved teacher education programs every 5 years	CARNEGIE • Work with institutions of higher education to assist in preparing candidates for certification by providing materials and information that will help candidates understand the demands of the assessment process and judge their readiness to be examined
LICENSE/ CERTIFICATION	CARNEGIE • License teachers to practice • Eventually incorporate National Board certification into state standards • License alternate route program with high standards • Set date to eliminate emergency licenses and teaching "out of subject" PENNSYLVANIA STATE BOARD OF EDUCATION • Conduct a major review of certification regulation every 10 years DEPARTMENT OF EDUCATION • Prescribe procedures for certification and issue certification • Review and investigate violations • Review certification regulation annually • Maintain records of all certificates granted PROFESSIONAL STANDARDS AND PRACTICES COMMISSION • Review findings of investigations for new types of certification • Recommend standards for certification and professional practices • Evaluate teacher education and certification programs • Recommend procedures for suspension, anullment or revocation of teaching certification that comply with due process • Place a representative on the review committee for appeals of denied certification THE SECRETARY • Institute a testing program to assess basic skill, general, professional, and subject area knowledge and establish the passing scores	CARNEGIE • Issue certification • Issue Advanced Teacher Certification for outstanding competency, demonstrated ability and school leadership • Issue subject recertification • Determine high standards for what teachers need to know and what they should be able to do • Develop code of ethic for the profession • Investigate violations • Maintain records of all certificates granted • Assess teachers for certification through exams and observation - subject matter - professional knowledge - observation
INDUCTION/ ONGOING PROFESSIONAL EDUCATION	CARNEGIE • Stimulate universities to develop continuing education programs for teachers PENNSYLVANIA DEPARTMENT OF EDUCATION - Bureau of Teacher Preparation and Certification • Review and approve district induction plans	CARNEGIE • Develop guidelines for induction plans
STRUCTURING OCCUPATION	CARNEGIE • Draft plans to offer district incentives to hire board certified teachers and to provide an equitable distribution of such teachers among districts of different tax capacity • Eliminate obstacles to interstate and interdistrict teacher relocation and career mobility • Establish pay incentives based on school performance • Set clear goals for schools and greatly reduce bureaucratic regulation of school process • Develop procedures to permit a variety of approaches to school leadership such as having schools headed by a committee of lead teachers or giving teachers the authority to hire school administrators • Allocate money for instructional services to the school level and allow principals and teachers to decide what services and materials to purchase	CARNEGIE • Sponsor research on labor market for teachers and the status of teachers and teaching

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State

The role of state government regarding preservice policy as recommended by Carnegie does not vary significantly from current Pennsylvania practices. The report suggests that the state should be responsible for setting and enforcing high standards for post graduate teacher education institutions. In Pennsylvania this task is currently shared by the State Board of Education and the Department of Education.

Carnegie recommends that the state role in licensure and certification be greatly reduced and the bulk of the responsibilities become the charge of a national board. The state will continue to license teachers to practice and eventually incorporate national board certification requirements into its standards. Carnegie envisions that board certification will indicate that the teacher is a highly skilled and trained professional whereas a state license will indicate that the teacher has met the minimum standard requirements. States may wish to make board certification a prerequisite for licensure or waive the license completely. The state will be responsible for developing alternate route programs which license those who wish to enter teaching later in life. However, all teachers according to Carnegie must meet the board's high standards. For that reason, Carnegie expects the state to set a date after which no emergency or "out of subject" licenses would be issued.

Since there is now no national board, several state agencies manage certification in Pennsylvania (the licensure-certification distinction is not yet operative). The Department of Education develops and operates the certification process. It determines qualification procedures, issues certificates and reviews and investigates violations. It also maintains records of all certificates granted and is responsible for reviewing certification regulations annually. A major review of certification regulations is conducted every ten years by the Board of Education.

The Professional Standards and Practices Commission reviews finding of investigations for new types of certification and recommends standards for certification and professional practices. The Commission is further responsible for evaluating teacher education and certification programs, recommending procedures for disciplinary action of teachers that complies with due process and placing a representative on the review committee for appeals of denied certification. The Secretary of Education is responsible for instituting a testing program which will assess basic skills; general, professional and subject area knowledge; and establish the passing scores.

Although the Carnegie report recommends guidelines for developing induction and ongoing professional education programs involving the national board and the district, it does not indicate what role the state government will play in the operation or governance of these programs.

Presently in Pennsylvania the Bureau of Teacher Preparation and Certification, a division of the Department of Education, reviews and approving districts induction plans. Pennsylvania's policy on continuing professional education is part of its certification renewal process.

The Carnegie report recommends several design changes and additions which are devised to elevate the teaching occupation to a professional level. States are encouraged to offer district incentives to hire board-certified teachers and provide an equitable distribution of such teachers among districts of different tax capacity. States are also encouraged to eliminate obstacles to interstate and interdistrict teacher relocation and career mobility, establish pay incentives based on school performance, set clear goals for schools and greatly reduce bureaucratic regulation of school processes allowing for more teacher autonomy.

Carnegie also recommends several structural design changes to foster a more professional environment and greater teacher control at the school/district level. These include a variety of approaches to school leadership such as a committee of lead teachers run the school, giving teachers the authority to hire school administrators, and letting the district establish pay incentives to be based on student performance.

Another effort toward this end would be to increase flexibility in state regulations. For example, school-site budgeting might be implemented which would allocate money for instructional services to the school level and allow teachers to decide what services and materials to purchase. To relegate these responsibilities to the school or district level would require federal and state governments, and local school boards to greatly reduce the number of rules and constraints that presently prevent schools from making these types of decisions. This is a major step and one that would undoubtedly face opposition from many groups currently involved in school governance and administration at the state, district and school level.

National Board

Carnegie proposes the creation of a national board of professional teaching standards which would play a major role in the governance of the teaching profession. The majority of the board members would be elected by board certified teachers. These teachers may elect the regional or state representative who in turn would elect the board members. The balance of the board would be made up of other education professionals, public officials and members of the public. Governors, chief state school officers, and school administrators would all be represented on the board.

Although, according to Carnegie, the board would have no role in recruitment/selection, it would provide material and information to teacher preparation institutions to help candidates understand the demands of the assessment process and judge their readiness to be examined. The board can also help institutions with large minority enrollments do the best possible job of preparing students to be teachers.

According to the Carnegie forum, the board's main role is to establish high standards for professional teaching competence and issue certificates (both regular and advanced) to those who meet the standards. Eventually the board would also establish standards for recertification. In addition, the board would develop a code of ethics for the profession and discipline people violating the code.

The board would assess teachers for certification in three stages. First, a subject matter exam would typically be taken upon graduation from college. Second, a professional knowledge test could be taken whenever the candidate felt prepared. The third evaluation would be based on observations of the candidates teaching. The candidates would have as much time as needed to complete the assessment process.

In essence, the national board that Carnegie proposes would take over most of the current state role in the certification of teachers. According to Carnegie, the state would eventually incorporate standards for certification established by the board. The licenses issued by the state would be a secondary formality whereas board certification would signify a highly capable professional teacher. The national board will also advise on guidelines for teacher induction, presently a role of the state.

In addition, the board would sponsor research on the labor market for teachers and the status of teachers and teaching in an effort to oversee the development of the profession. Presently this type of reflective research on the teaching profession is not a function of the state government in Pennsylvania.

Summary

The Carnegie and Holmes reports present four main issues which Pennsylvania might consider in rethinking the structure of the teaching profession and the role of the state in its governance. Two major recommendations are in the area of career development and can be summarized by two questions: 1) should a masters degree be a prerequisite for becoming a teacher? 2) should career ladders exist for teachers?

The area of governance also poses two issues for Pennsylvania to debate. First, should a national board be created and, if it is, how should authority be distributed between the state and the board regarding certification? Second, how can the state insure that all populations are served and yet increase the flexibility of regulations to allow for a more autonomous professional environment in the schools?

The Carnegie and Holmes reports present a future vision of the teaching profession. Hopefully, the questions these reports raise can help frame the debate in Pennsylvania over what steps should be taken in an effort to professionalize teachers in the state.